

# **ASSET MANAGEMENT POLICY**

## ASSET MANAGEMENT POLICY

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## **1. OBJECTIVE**

1.1. The objectives of this policy are:

- 1.1.1 To ensure the effective and efficient control of the municipality's capital assets through:
  - a) Proper recording of capital assets from authorisation to acquisition and to subsequent disposal;
  - b) Providing for safeguarding procedures;
  - c) Setting proper guidelines as to authorised utilisation; and
  - d) Prescribing for proper maintenance.
- 1.1.2 To assist officials in understanding their legal and managerial responsibilities with regard to capital assets

## **2. BACKGROUND**

- 2.1. The proper utilisation and management of capital assets is one of the prime mechanisms by which a municipality can fulfil its constitutional objectives for:
  - a) Delivery of sustainable services;
  - b) Promotion of Social and economic development;
  - c) Promoting a safe and healthy environment; and
  - d) Providing for the basic needs to the community.
- 2.2. The municipality has a legal and moral obligation to ensure it implements policies to provide for the effective and efficient usage of its capital assets over the useful life thereof.
- 2.3. The asset management policy deals with the municipal rules required to ensure the enforcement of appropriate stewardship of capital assets.
- 2.4. Stewardship has three components being the:
  - a) Management, utilisation and control by the Municipal Officials;
  - b) Financial administration by the Chief Financial Officer; and
  - c) Physical administration by the Senior Accountant: Assets
- 2.5. Statutory provisions exist to protect public property against arbitrary and inappropriate management or disposal by a local government.
- 2.6. Accounting standards are set to ensure the appropriate financial treatment for capital assets. The requirements of these accounting standards include:

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- a) The compilation of capital asset registers recording all capital assets controlled by the municipality;
- b) Accounting treatment for the acquisition, disposal, recording and depreciation of capital assets; and
- c) The standards to which these financial records must be maintained.

### 3. DEFINITIONS

**“Accounting Standards Board”** was established by the Public Finance Management Act to set standards of Generally Recognised Accounting Practice (GRAP) as required by the Constitution of the Republic of South Africa;

**“Amortisation”** is the systematic allocation of the depreciable amount of an intangible capital asset over its useful life;

**“Assets”** are resources controlled by the municipality as the result of past events and from which future economic benefits or future service potential are expected to flow to the municipality;

**“Capital Assets” (PPE)** means tangible and intangible assets that:

- a) are held by a municipality for use in the production or supply of goods or services, for rental to others, or for administrative purposes, and
- b) are expected to have a useful life extending for more than one financial year;

**“Capital asset categories”** are the six main asset categories defined as follows:

- a) **Infrastructure assets** – are defined as those capital assets that form part of a network in delivering basic services to consumers, e.g. electricity transformers which form part of an electricity network. General characteristics of infrastructure assets are that they are:
  - i) part of a system or network;
  - ii) specialised in nature and have not alternative uses;
  - iii) immovable; and
  - iv) Subject to constraints on disposal.

An easy way to determine whether an asset represents infrastructure is to determine whether more than one consumer will be affected when the service is not rendered. When more than one consumer is affected, the asset will usually qualify as infrastructure. When only one customer is affected the asset most probably does not represent infrastructure e.g. a delivery vehicle;

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- b) Community assets** – are defined as those assets utilized to the social well-being of the community. Examples are parks, libraries, old age homes, parks, recreational facilities and fire stations;
- c) Heritage assets** – are defined as assets that have a cultural, environmental, historical, natural, scientific, technological or artistic significance and are held indefinitely for the benefit of present and future generations. Examples are works of art, historical buildings and statues;
- d) Investment properties** – are defined as properties (land or a building – or part of a building – or both) held (by the owner or by the lessee under a finance lease) to earn rentals or for capital appreciation or both, rather than for:
  - i) use in the production or supply of goods or services or for administrative purposes, or
  - ii) sale in the ordinary course of operations;
- e) Intangible assets** – are an identifiable non-monetary asset without physical substance; and
- f) Other assets** – are defined as capital assets utilised in normal operations administrative function of the municipality, Examples are plant equipment, office buildings, motor vehicles, office equipment and furniture and fittings etc.;

**“Capital asset register” (CAR)** is the control register recording the financial and other key details for all municipal capital assets recognised in accordance with this policy;

**“Basic Municipal Services”** means a municipal service that is necessary to ensure an acceptable and reasonable quality of life and which, if not provided, would endanger public health or safety or the environment;

**“Capitalisation”** is the recognition of expenditure as a capital asset in the financial records and in the Capital Asset Register;

**“Carrying amount”** is the amount at which a capital asset is included in the financial position of the financial statements;

**“Control items”** are items of a capital nature that are not significant enough for financial recognition but are valuable enough to warrant special safeguarding;

**“Cost”** is the amount of cash or cash equivalents paid or the fair value of the other consideration given to acquire a capital asset at the time of its acquisition or construction;

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**“Cost of acquisition”** is all the costs incurred in bringing a capital asset item to the required condition and location for its intended use;

**“Depreciation”** is the systematic allocation of the depreciable amount of a capital asset over its useful life;

**“Depreciable amount”** is the cost of a capital asset, or other amount substituted for cost in the financial statements, less its residual value;

**“Fair value”** is the amount for which a capital asset could be exchanged between knowledgeable willing parties in an arm’s length transaction;

**“GRAP”** is Standards of Generally Recognised Accounting Practice;

**“Impairment loss” of a cash-generating asset** is the amount by which the carrying amount of a capital asset exceeds its recoverable amount;

**“Impairment loss” of a non-cash-generating asset** is the amount by which the carrying amount of a capital asset exceeds its recoverable service amount;

**“Manager”** means each senior manager and each municipal official exercising financial management responsibilities;

**“Prescribe”** means as prescribed by the Minister of Finance by regulation;

**“Property, plant and equipment” (PPE)** means tangible capital assets use for the powers and functions allocated to the Municipality in terms of the Constitution that:

- (a) Are held by a municipality for use in the production or supply of goods or services, for rental to others, or for administrative purposes, and
- (b) Are expected to be used during more than one reporting period;

**“Recoverable amount”** is the higher of a cash-generating asset’s net selling price and its value in use;

**“Residual value”** is the estimated amount that an entity would currently obtain from disposal of the capital asset, after deducting the estimated costs of disposal, if the capital asset were already of the age and in the condition expected at the end of its useful life;

**“Senior Management”** mean officials who are responsible for managing the respective votes of the municipality and to whom powers and duties for this purpose have been delegated in terms of section 79 of the MFMA;

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**“Senior Managers”** mean officials who reports directly to the Municipal Manager and are defined in terms of section 56 of the Municipal Systems Act, Act 32 of 2000; and

**“Useful life”** is either:

- (a) The period over which a capital asset is expected to be available for use by an entity, or
- (b) The number of production or similar units expected to be obtained from the capital asset by an entity.

## 4. STATUTORY AND REGULATORY FRAMEWORK

- 4.1. This policy must comply with all relevant legislative requirements including:
  - a) The Constitution of the Republic of South Africa, 1996;
  - b) Municipal Structures Act, Act 117 of 1998;
  - c) Municipal Systems Act, Act 32 of 2000;
  - d) Division of Revenue Act (enacted annually);
  - e) Municipal Finance Management Act, Act 56 of 2003.
- 4.2. This policy must comply with the standards specified by the Accounting Standards Board. The relevant currently recognised accounting standards include:
  - a) GRAP 13 - Leases (Specifically Finance leases);
  - b) GRAP 16 - Investment Properties;
  - c) GRAP 17 - Property, Plant and Equipment;
  - d) GRAP 21 - Impairment of Non-cash-generating Assets;
  - e) GRAP 26 - Impairment of Cash-generating Assets;
  - f) GRAP 27 - Agriculture;
  - g) GRAP 31 - Intangible assets; and
  - h) GRAP 103 - Heritage assets.
- 4.3. This policy does not overrule the requirement to comply with other policies such as Supply Chain Management or Budget policies.

## 5. RESPONSIBILITIES AND ACCOUNTABILITIES

- 5.1. The Accounting Officer is responsible for the management of the capital assets of the municipality, including the safeguarding and the maintenance of these capital assets.



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- 5.2. The Accounting Officer must take all reasonable steps to ensure that:
- a) The municipality has and maintains a management, accounting and information system that records all the capital assets of the municipality;
  - b) The municipality's capital assets are valued in accordance with recognised standards as prescribed by statutes and/or regulations;
  - c) That the municipality has and maintains a system of internal control of capital assets, including a capital asset register; and
  - d) That Senior Management complies with this policy.
- 5.3. The Chief Financial Officer is responsible to the Accounting Officer to ensure that the financial investment in the municipalities' capital assets is properly recorded.
- 5.4. The Chief Financial Officer must take all reasonable steps to ensure that:
- a) Appropriate systems of financial management and internal controls are established and carried out diligently;
  - b) The financial and other resources of the municipality are utilised effectively, efficiently, economically and transparently;
  - c) Any unauthorised, irregular or fruitless or wasteful expenditure, and losses resulting from criminal or negligent conduct, are prevented;
  - d) The systems, processes and registers required to substantiate the financial values of the municipality's capital assets are maintained to standards sufficient to satisfy the requirements of all statutes;
  - e) Financial processes are established and maintained to ensure the municipality's financial resources are optimally utilised through appropriate asset plans, budgeting, purchasing, maintenance and disposal decisions;
  - f) The Accounting Officer is appropriately advised on the exercise of powers and duties pertaining to the financial administration of capital assets; and
  - g) The Senior Managers and senior management teams are appropriately advised on the exercise of their powers and duties pertaining to the financial administration of capital assets.
- 5.5. The Chief Financial Officer may delegate or otherwise assign responsibility for performing these functions but will remain accountable for ensuring these activities are performed.
- 5.6. The Senior Managers must take all reasonable steps to ensure that:
- a) Appropriate systems of physical management and controls are established and carried out for capital assets in their areas of responsibility;
  - b) The municipal resources assigned to them are utilised effectively, efficiently, economically and transparently;
  - c) The capital assets under their control are appropriately safeguarded and maintained to the extent necessary and that risk management systems are in place and applied;

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- d) Any unauthorised, irregular or fruitless or wasteful expenditure, and losses resulting from criminal or negligent conduct, are prevented;
  - e) The asset management systems and controls can provide an accurate, reliable and up to date record of capital assets under their control;
  - f) They are able to justify that their asset plans, budgets, purchasing, maintenance and disposal decisions optimally achieve the municipality's strategic objectives;
  - g) The purchase of capital assets complies with all municipal policies and procedures;
  - h) All moveable capital assets is duly processed and identified and inspected as being in order before it is received into their stewardship;
  - i) All moveable capital assets received into their stewardship are appropriately safeguarded against inappropriate use or loss. This will include control over the physical access to these capital assets and regular stock takes to ensure that no losses have occurred. Any known losses should be immediately reported to the Chief Financial Officer; and
  - j) Capital assets are appropriately utilised for the purpose for which the municipality acquired them.
- 5.7. The Senior Manager may delegate or otherwise assign responsibility for performing these functions but will remain ultimately accountable for ensuring these activities are performed.

## 6. FINANCIAL MANAGEMENT

### 6.1. PRE-ACQUISITION PLANNING

- 6.1.1. Before a capital project is included in the budget for approval, the Senior Manager must demonstrate and the Council must consider:
- a) The projected cost over all the financial years until the project is operational;
  - b) The future operational costs and revenue of the project, including tax and tariff implications;
  - c) The financial sustainability of the project over its life including revenue generation and subsidisation requirements;
  - d) The physical and financial stewardship of that capital asset through all stages in its life including acquisition, installation, maintenance, operations, disposal and rehabilitation;
  - e) The inclusion of this capital project in the integrated development plan and future budgets; and
  - f) Alternatives to this capital purchase.
- 6.1.2. The Chief Financial Officer is accountable to ensure the Senior Managers receive all reasonable assistance, guidance and explanation to enable them to achieve their planning requirements.

## **6.2. APPROVAL TO ACQUIRE CAPITAL ASSETS**

- 6.2.1. Expenditure can only be incurred on a capital project if:
- a) The funds have been appropriated in the capital budget;
  - b) The project, including the total cost and funding sources, has been approved by Council;
  - c) The Chief Financial Officer confirms that funding is available for that specific project; and
- Any contract that will impose financial obligations beyond two years after the budget year is appropriately disclosed.

## **6.3. FUNDING OF CAPITAL PROJECTS**

- 6.3.1. Within the municipality's financial, legislative and administrative capacity, the Chief Financial Officer will establish and maintain the funding strategies that optimise the municipality's ability to achieve its strategic objectives as stated in the integrated development plan.
- 6.3.2. The acquisition of capital assets will not be funded over a period longer than the useful life of that asset.

## **6.4. DISPOSAL OF CAPITAL ASSETS**

- 6.4.1. The municipality may not transfer ownership as a result of a sale or other transaction or otherwise permanently dispose of a capital asset needed to provide the minimum level of basic municipal services, unless such capital asset is obsolete or surplus to requirements or beyond a state of good repair or being replaced and provided that the delivery of the minimum level of basic municipal services is not compromised as a result of the disposal of the capital asset.
- 6.4.2. The municipality may transfer ownership or otherwise dispose of a capital asset other than one contemplated above or moveable capital assets having an estimated carrying value above R50 000, but only after the Council, in a meeting open to the public:
- a) Has decided on reasonable grounds that the capital asset is not needed to provide the minimum level of basic municipal services; and
  - b) Has considered the fair market value of the capital asset and the economic and community value to be received in exchange for the capital asset.
- 6.4.3. The decision that a specific capital asset is not needed to provide the minimum level of basic municipal services, may not be reversed by the municipality after that capital asset had been sold, transferred or otherwise disposed of.

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- 6.4.4. The disposal of an item of capital assets must be fair, equitable, transparent, competitive and cost effective and comply with a prescribed regulatory framework for municipal supply chain management and the Supply Chain Management Policy of the municipality.
- 6.4.5. The transfer of capital assets to another municipality, municipal entity, national department or provincial department is excluded from these provisions, provided such transfer is being done in accordance with a prescribed regulatory framework.
- 6.4.6. The disposal of moveable capital assets up to a carrying amount of R 50 000 may be authorised under delegated powers by the Accounting Officer after taking the above-mentioned conditions into account.
- 6.4.7. Every senior manager shall report in writing to the Chief Financial Officer before or on 31 October of each financial year on all capital assets controlled or used by the department concerned which such manager wishes to alienate by public auction or public tender.
- 6.4.8. The Chief Financial Officer shall thereafter consolidate the requests received from the various departments, and shall promptly report such consolidated information to the Council or the Accounting Officer of the municipality, as the case may be, recommending the process of alienation to be adopted.
- 6.4.9. Once capital assets are alienated, the Chief Financial Officer shall adjust the capital asset register for the current year and shall delete the capital asset from the accounting records and in the capital asset register once it is no longer required for the compilation of comparative figures.
- 6.4.10. All gains and losses realised on the alienation of capital assets shall be accounted for according to section 10.12 below (Accounting treatment on disposal).

### **6.5. LOSS, THEFT, DESTRUCTION OR IMPAIRMENT OF CAPITAL ASSETS**

- 6.5.1. Every manager shall ensure that any incident of loss, theft, destruction, or material impairment of any capital asset controlled or used by the department in question is promptly reported in writing to the Chief Financial Officer, to the internal auditor, and – in cases of suspected theft or malicious damage – also to the South African Police Services.

## **7. INTERNAL CONTROLS**

### **7.1. CAPITAL ASSET REGISTER**

#### **7.1.1. Establishment and management of the Capital Asset Register**

- 7.1.1.1. The Chief Financial Officer will ensure the establishment and maintenance of a capital asset register containing key financial data on each item of capital assets that satisfies the criterion for recognition.
- 7.1.1.2. The Senior Accountant: Assets is responsible for establishing and maintaining any additional registers or records to demonstrate to the senior managers the physical management of capital assets under their control.

#### **7.1.2. Contents and maintenance of the Capital Asset Register**

- 7.1.2.1. The capital asset register shall be maintained in the format determined by the Chief Financial Officer, which format shall comply with the requirements of GRAP and any other accounting requirements which may be prescribed.
- 7.1.2.2. The details in the capital asset register must at least include:
- a) Description of the capital asset;
  - b) Capital asset identification number (Unique asset ID);
  - c) Capital asset classification;
  - d) GFS Vote / Sub-vote classification;
  - e) Source document and dates;
  - f) Purchase price or historical cost;
  - g) The measurement used;
  - h) The depreciation methods used;;
  - i) The useful life of the capital asset;
  - j) The residual value of the capital asset;
  - k) Depreciation charged;
  - l) The gross carrying amount;
  - m) The accumulated depreciation and accumulated impairment;
  - n) Date of acquisition;
  - o) Start date of depreciation;
  - p) Date and value of disposal (if relevant);
  - q) Date on which the capital asset is retired from use, if not disposed of;
  - r) Increases or decreases resulting from revaluations (if relevant);
  - s) Any restrictions on title to the capital asset and Deed numbers;
  - t) Location of the capital asset;
  - u) The department that controls or uses the capital asset;
  - v) Impairment losses incurred during the financial year (and the reversal of such losses, where applicable); and
  - w) The title deed number, in the case of fixed property.

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- 7.1.2.3. All managers under whose control any capital asset falls shall promptly provide the Chief Financial Officer in writing with any information required to compile the capital asset register, and shall promptly advise the Chief Financial Officer in writing of any material change which may occur in respect of such information.
- 7.1.2.4. A capital asset shall be recorded in the capital assets register as soon as it is acquired. If the capital asset is constructed over a period of time, it shall be recorded as work-in-progress until it is available for use, where after it shall be appropriately recognised as a capital asset.
- 7.1.2.5. A capital asset shall remain in the capital asset register for as long as it is in physical existence. The fact that a capital asset has been fully depreciated shall not in itself be a reason for deleting it from the capital register.

### **7.1.3. Internal Controls over the Capital Asset Register**

- 7.1.3.1. Controls relating to the capital asset register should be sufficient to provide Managers with an accurate, reliable and up-to-date account of capital assets under their control, in line with the standards specified by the Chief Financial Officer and as required by relevant statutes.
- 7.1.3.2. These controls will include:
- a) Details of the physical management;
  - b) The recording of all acquisitions, assignments, transfers, losses and disposals of capital assets;
  - c) Regular asset counts; and
  - d) System audits to confirm the accuracy of the records.
- 7.1.3.3. Identification of capital assets:
- a) The Chief Financial Officer will establish a system to ensure that each moveable capital asset bears a unique identification number/ barcode/GIS ID which shall be recorded in the capital asset register.
  - b) Every manager shall ensure that the capital asset identification system approved for use by the municipality is scrupulously applied to all capital assets controlled or used by the department in question.

## **7.2. PHYSICAL CONTROLS AND MANAGEMENT**

### **7.2.1. Responsibilities of the Senior Accountant: Assets**

The Senior Accountant: Assets will undertake an annual asset count of capital assets as part of the annual reporting process.

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### **7.2.2. Acquisition Date**

The date of acquisition of capital assets is deemed to be the time when legal title and control passes to the municipality or when final payment for that item is approved.

### **7.2.3. Depreciation Start Date**

This date is the point of time when the capital asset has been received or when the capital asset is ready for use whichever the latest date is and will be the date when the capital asset starts to depreciate.

## **7.3. TRANSFERS BETWEEN MANAGERS**

### **7.3.1. Permanent transfers to another Manager**

- 7.3.1.1. A Senior Manager may transfer a capital asset under his control provided that another Senior Manager agrees in writing to accept responsibility for that capital asset. Copies of such approvals must be submitted to the Finance Directorate.
- 7.3.1.2. The Finance Directorate must appropriately amend the Capital asset register by recording all approved transfers.
- 7.3.1.3. The Senior Manager to whom the capital asset is transferred must assume accountability for the transferred capital asset from a date specified in the written communication referred to above.
- 7.3.1.4. The Senior Manager must ensure that all capital assets are appropriately safeguarded for loss, damage or misuse wherever they are located. Safeguarding includes ensuring reasonable physical restrictions.

### **7.3.2. Relocation or Reassignment of Capital assets**

- 7.3.2.1. A Senior Manager must advise the Chief Financial Officer, in writing, whenever a capital asset is relocated or reassigned from one location (or base) to another or if cost centre, as recorded in the Capital asset Register, must be changed.
- 7.3.2.2. In the case of capital assets such as vehicles being utilised in the normal course of operations away from its base such reporting is not necessary as long as the cost centre do not change.

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### **7.4. VERIFICATION OF CAPITAL ASSETS**

- 7.4.1. The Chief Financial officer shall ensure that at least annually a complete physical verification of all capital assets are undertaken.
- 7.4.2. The results of such verification shall be reported to the Chief Financial Officer in the format as required by the Chief Financial Officer.
- 7.4.3. The annual verification should be conducted between the periods February to April with the verification report reaching the Chief Financial Officer by not later than 31<sup>st</sup> May.

### **7.5. INSURANCE OF CAPITAL ASSETS**

- 7.5.1. The Chief Financial Officer shall ensure that all capital assets are insured as per the council's short-term insurance policy.
- 7.5.2. The Chief Financial Officer shall determine the insured value based on recommendation of the responsible senior manager.
- 7.5.3. The insured value to be applied by the Chief Financial Officer are current replacement cost (CRC) with the exceptions of vehicle types. Vehicles should be insured for the AA book value of the specific vehicle.

## **8. MANAGEMENT AND OPERATION OF CAPITAL ASSETS**

### **8.1. ACCOUNTABILITY TO MANAGE CAPITAL ASSETS**

- 8.1.1. Each Senior Manager is accountable to ensure that municipal resources assigned to him/her are utilised effectively, efficiently, economically and transparently.
- 8.1.2. This will entail:
  - a) Developing appropriate capital asset management systems, providing, inter alia, for:
  - b) Recording of usage of the capital asset such as logbooks;
  - c) Recording of preventative and maintenance programmes;
  - d) Annual assessment of usefulness, condition of capital asset and remaining useful life; and
  - e) Planning for replacement of capital asset.



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8.1.3. When performing the condition assessment the senior manager must use the descriptions in table below:

Rating	Description	Detail Description	Indicative of RUL
1	Very good	Sound structure, well maintained. Only normal maintenance required.	71-100% EUL
2	Good	Services needs but minor deterioration (< 5%). Minor maintenance required.	46-70% EUL
3	Fair	Marginal, clearly evident deterioration (10-20%). Significant maintenance required.	26-45% EUL
4	Poor	Significant deterioration of structure and/or appearance. Significant impairment of functionality (20-40%).	11-25% EUL
5	Very poor	Significant renewal/upgrade required. Unsound, failed needs reconstruction/replacement (> 50% needs replacement)	0-10% EUL
<i>EUL' is Expected Useful Life</i> <i>'RUL' is Remaining Useful Life</i>			

8.1.4. Senior Managers need to manage capital assets under their control to provide the required level of service or economic benefit at the lowest possible cost over the full asset cycle.

## 8.2. CAPITAL ASSET MANAGEMENT PLANS.

8.2.1. Each Senior Manager needs to develop a capital asset management plan for immovable capital assets that meets the definition of the undermentioned capital asset categories:

- Infrastructure Assets;
- Community Assets;
- Investment Property; and
- Any other Land or Buildings.

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8.2.2. The capital asset management plan must at least cover the following aspects:

a) Purpose of the plan

Demonstrate the roles and responsibilities of management; Communicate and justify funding requirements and Legislative framework.

b) Asset Description

Summary of all the capital assets cover by the plan.

c) Levels of Service

Summarise the levels of service and performance measures and how they are set for each level.

d) Future Demand

Factors influencing future demand and impact of changing demand on capital assets.

e) Lifecycle Management plan

Summary of all the management strategies (operations, maintenance, disposal, etc.)

f) Financial Summary

Long-term income and expenditure (cash flow projections) for each significant group of capital assets and sources of funding.

g) Asset Management Practices

Summary of AM data, Information systems, processes (decision making) and implementation tactics.

h) Monitoring and Improvement Programs

This section must deal with the physical condition assessments; measurement of functional effectiveness and effective utilisation. It also must also address the economical financial viability by monitoring operational expenses and include the timetable for review of the asset management plans.

8.2.3. The operational and capital budgets are the short to medium term financial plan for implementing the capital asset management plans.

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- 8.2.4. Each Senior Manager shall report to the Accounting Officer on issues that will significantly impede the capital assets capacity to provide the required level of service or economic benefit. Also refer to section 10.10 for the accounting of impairment of capital assets

### **8.3. REPORTING ON IMPEDING ISSUES**

- 8.3.1. Each Senior Manager shall report to the Accounting Officer on issues that will significantly impede the capital assets capacity to provide the required level of service or economic benefit. Refer to section 10.10 for the accounting of impairment of capital assets
- 8.3.2. Any asset recognised as a capital asset under this policy will be classified according to nationally recognised categories.

## **9. CLASSIFICATION, AGGREGATIONS & COMPONENTS**

### **9.1. CLASSIFICATION OF CAPITAL ASSETS**

- 9.1.1. Any asset recognised as a capital asset under this policy will be classified according to nationally recognised categories.
- 9.1.2. These categories have been specified by the Accounting Standards Board.
- 9.1.3. All capital assets should be classified under at least the following headings in the Asset Capital Register:
- 9.1.3.1. Property, plant and equipment:  
The following sub headings will be applicable for this heading:
- a) Infrastructure assets (capital assets which are part of a network of similar capital assets)
  - b) Community assets (resources contributing to the general well-being of the community)
  - c) Other assets (ordinary operational resources)
- 9.1.3.2. Investment property
- 9.1.3.3. Intangible capital assets
- 9.1.3.4. Non-current capital assets held for sale
- 9.1.3.5. Heritage Assets
- 9.1.3.6. Biological Assets
- 9.1.3.7. Agricultural Assets

## **9.2. TREATMENT OF COMPONENTS**

- 9.2.1. A Senior Manager must, with agreement of the Chief Financial Officer, treat all major components of an item as a separate capital asset for the purposes of this policy.
- 9.2.2. These major components may be defined by its physical parameters (eg. a reservoir or roof) or its financial parameters.
- 9.2.3. When agreeing to these treatments the Senior Manager must be satisfied that these components:
- a) Have significantly a different useful life or usage pattern to the main capital asset;
  - b) Align with the capital asset management plans;
  - c) Justify the costs of separate identification;
  - d) Have probable future economic benefits or potential service delivery associated with the capital asset which will flow to the municipality;
  - e) Is such that the cost of the capital asset to the municipality can be measured reliably;
  - f) Is such that the municipality has control over the capital asset; and
  - g) Is such that the capital asset is expected to be used during more than one financial year.
- 9.2.4. All such decisions and agreements will be confirmed before the beginning of the financial year. Any amendments will only be permitted as part of a budget review. Once a major component is recognised as a separate capital asset, it may be, depreciated and disposed of as if it is a separate capital asset.

## **10. ACCOUNTING FOR CAPITAL ASSETS**

### **10.1. RECOGNITION OF CAPITAL ASSETS**

- 10.1.1. An item will be recognised as a capital asset when:
- a) It is probable that future economic benefits or potential service delivery associated with the capital asset will flow to the municipality;
  - b) The cost of the capital asset to the municipality can be measured reliably;
  - c) The municipality has control over the capital asset; and
  - d) The capital asset is expected to be used during more than one financial year.

### **10.2. INITIAL MEASUREMENT**

- 10.2.1 A capital asset that is acquired via normal supply chain processes and qualifies for recognition as a capital asset should be initially measured at cost.

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10.2.2 The elements of cost includes the following:

- a) Purchase costs (less any discounts given);
- b) Delivery costs;
- c) Installation costs;
- d) Professional fees for architects and engineers;
- e) Import duties;
- f) Non-refundable taxes;
- g) Site development costs; and
- h) Contractor fees.

10.2.3 Where an item has been acquired at no cost, or for a nominal cost, it will be initially measured at its fair value as at the date of acquisition and included in the asset register.

10.2.4 All Senior Manager must advise the Chief Financial Officer in writing of any acquisition at no cost and provide at least the following details per component:

- a) Description of the capital asset;
- b) Date of acquisition;
- c) Fair value as at date of acquisition;
- d) Location details;
- e) Condition rating;
- f) Expected initial useful life; and
- g) Code of department to which the full life cycle costs of the asset must be allocated.

### 10.3 CARRYING AMOUNT OF CAPITAL ASSETS

10.3.1 Subsequent to initial recognition as a capital asset, a capital item should be carried at the follow values for the various classifications:

- a) Property plant & Equipment – Cost less accumulated depreciation and impairments;
- b) Intangible Assets – Cost less accumulated amortisation;
- c) Investment Property – Fair value;
- d) Heritage assets – Cost less accumulated impairment;
- e) Biological assets – Fair value less cost to sell; and

### 10.4 F) AGRICULTURAL ASSETS - FAIR VALUE LESS COSTS TO SELL AT THE POINT OF HARVEST.DEPRECIATION

10.4.1 All capital assets, except land, capital assets under construction, investment property; biological, agricultural, and heritage assets shall be depreciated – or in the case of intangible capital assets, amortised.

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- 10.4.2 The depreciable amount of an item should be allocated on a systematic basis over its useful life.
- 10.4.3 The depreciable amount of a capital asset is determined after deducting the residual value of the capital asset. In practice, the residual value of a capital asset is often insignificant and, therefore immaterial in the calculation of the depreciable amount. It is always the intention of the Municipality except in the case of vehicles to use the capital asset till it has no value.
- 10.4.4 When the benchmark treatment is adopted and the residual value is likely to be significant, the residual value is estimated at the date of acquisition. The estimate is based on the residual value prevailing at the date of the estimate for similar capital assets that have reached the end of their useful lives and have operated under conditions similar to those under which the capital asset will be used.
- 10.4.5 The depreciation charge for each period will be recognised as an expense against the budget of the relevant Senior Manager that controls or use the capital asset.
- 10.4.6 The depreciation method used shall reflect the pattern in which the capital assets' future economic benefits or service potential are expected to erode the value of the asset.
- 10.4.7 A variety of depreciation methods can be used to allocate the depreciable amount of a capital asset on a systematic basis over its useful life.
- 10.4.8 These methods include:
- a) The straight-line method;
  - b) The diminishing balance method; and
  - c) The units of production method.
- 10.4.9 Straight-line depreciation results in a constant charge over the useful life if the capital asset's residual value does not change.
- 10.4.10 The diminishing balance method results in a decreasing charge over the useful life.
- 10.4.11 The units of production method results in a charge based on the expected use or output.
- 10.4.12 The method of depreciation is applied consistently from period to period unless there is a change in the expected pattern of consumption of those future economic benefits or service potential.
- 10.4.13 The preferred depreciation method will be the straight-line method unless otherwise agreed to in writing by the Chief Financial Officer.

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- 10.4.14 Depreciation shall initially be calculated from the day the capital asset is available or ready for use. Once a review of useful life has been performed, the depreciation will be calculated by using the carrying value less residual amount for a specific capital asset divided by the remaining estimated useful life of the capital asset.
- 10.4.15 Each Senior Manager, acting in consultation with the Chief Financial Officer, shall ensure that reasonable budgetary provision is made annually for the depreciation of all applicable capital assets controlled or used by the department in question or expected to be so controlled or used during the ensuing financial year.
- 10.4.16 The procedures to be followed in accounting and budgeting for the amortisation of intangible capital assets shall be identical to those applying to the depreciation of other capital assets.

### 10.5 INITIAL DETERMINATION OF USEFUL LIFE

- 10.5.1 Each Senior Manager needs to determine the useful life of a particular item or class of capital asset through the development of a strategic capital asset management plan.
- 10.5.2 The determination of useful life should be developed as part of any pre-acquisition planning that would consider, inter alia, the following factors:
- a) The program that will optimise the expected long term costs of owning that capital asset;
  - b) Economic obsolescence because it is too expensive to maintain;
  - c) Functional obsolescence because it no longer meets the municipality's needs;
  - d) Technological obsolescence;
  - e) Social obsolescence due to changing demographics; and
  - f) Legal obsolescence due to statutory constraints.
- 10.5.3 A schedule of useful initial expected lives is included as Annexure A. The indicative lives as included in the guide must be view as providing the maximum useful life only. This is due to the fact that capital asset lives experienced may greatly vary.

### 10.6 REVIEW OF USEFUL LIFE AND RESIDUAL VALUE

- 10.6.1 The Chief Financial Officer in consultation with the responsible senior manager may amend the useful operating life or the residual value assigned to any capital asset.

## ASSET MANAGEMENT POLICY

10.6.2 If a capital asset has been lost, stolen or damaged beyond repair, it shall be written off the capital asset register.

10.6.3 The remaining useful life (RUL) and the residual value of an item must be reviewed annually and if these revised expectations are significantly different from previous estimates, then the depreciation charge for the current and future periods must be adjusted and the adjusted depreciation expenses shall be debited to the department or vote controlling or using the capital asset in question. When such a change in depreciation is necessary the change must be reflected as a change in the accounting estimate.

### **10.7 REVIEW OF DEPRECIATION METHOD.**

10.7.1 The depreciation method applicable to a class of capital assets must be reviewed annually, and if there has been a significant change in the expected pattern of economic benefits or potential service delivery from those capital assets, the method must be changed to reflect the changed pattern.

10.7.2 When such a change in depreciation method is necessary the change must be reflected as a change in the accounting estimate and the depreciation charge for the current and future periods should be adjusted.

### **10.8 SUBSEQUENT EXPENDITURE ON CAPITAL ASSETS**

10.8.1 Subsequent expenditure relating to an item that has already been capitalised must be added to the carrying amount of the asset when such expenditure will increase the remaining useful life of the asset or increase the efficiency of the asset and resulting in financial or service delivery benefits

10.8.2 All other expenditure must be recognised as an expense in the period in which it occurred.

10.8.3 Before allowing the capitalisation of subsequent expenditure, the Chief Financial Officer must be satisfied that this expenditure will significantly:

- a) Increase the remaining useful life of that capital asset beyond that stated in the capital asset register; or
- b) Increase the quality of service provided by that capital asset beyond the existing level of service; or
- c) Increase the quantity of services that capital asset can provide.

10.8.4 Expenditure that is proposed to be capitalised must also conform to recognition criteria for capital assets and should also be appropriately included in the approved capital budget.



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For further guidance to distinguish between Capital and Operational expenses refer to section 10.12

### 10.9 IMPAIRMENT LOSSES

10.9.1 The assessment and accounting treatment relating to impairment of capital assets (Prescribed in terms of GRAP 21 and 26) are outlined as follows:

- a) Each Senior Manager must assess all capital assets controlled by him/her for any indications of impairment.
- b) When assessing the capital assets for impairments the capital assets must be assessed for both external and internal indicators.

10.9.2 The external indicators are:

- a) The demand or the need for services provided by the capital asset has ceased or is about to cease. For example the need for a service (provided by that capital asset) has ceased because the parties to whom the service was provided has obtained its own capital asset to perform the service. Another example may be where the demand for the service has decreased due to adverse economic conditions in the country;
- b) Interest rates (such as market interest rates) have increased and those increases will most likely affect the discount rate used in calculating the capital asset's value in use and decrease the capital asset's recoverable amount significantly;
- c) Significant long-term changes with an adverse effect on the Municipality have taken place during the period, or will take place in the near future, in the technological, legal or government policy environment in which the Municipality operates. For example, sanctions have been imposed on the importing of a significant component of the capital asset, or a vehicle that does not meet new emission standards;
- d) The demand or the need for services (not necessarily a near cessation or cessation as indicated in first bullet point above) provided by the capital asset has taken a significant long-term decline. For example, a number of consumers have made use of services provided by certain capital assets of the Municipality, but during the current period, other entities also provided similar services to certain of those consumers. As a result, the Municipality will be experiencing a significant long-term decline in the demand for the services provided by its capital assets; and
- e) Market value of the capital asset has declined significantly during the period (not as a result of passage or time of use).

## ASSET MANAGEMENT POLICY

### 10.9.3 The internal indicators are:

- a) Physical damage of the capital asset (for example, flood damage to a bridge);
- b) Significant long-term changes in the extent to which, or manner in which, a capital asset is used or expected to be used that have an adverse effect on the Municipality, have taken place during the period or are expected to take place in the near future. These changes may include the capital asset becoming idle, plans to discontinue or restructure the operation to which as capital asset belongs, or plans to dispose of capital asset before the previously expected date;
- c) The Municipality has decided to halt the construction of the capital asset before it is complete or in a usable condition; and
- d) Internal reporting indicated that the economic performance of a capital asset is, or will be, significantly worse than expected. This evidence relates to the ability of the capital asset to provide services (i.e. internal source), rather than a decline in the demand or need for services provided by the capital asset (i.e. external source). Examples can include a significant increase in the cost of maintaining or operating the capital asset and significantly lower service or output levels than those originally budgeted and expected respectively.

10.9.4 All Senior Managers must inform the Chief Financial Officer when such an indicator exists. When informing the Chief Financial Officer the manager must provide the unique asset identification number of the capital asset.

10.9.5 The Senior Accountant: Assets will perform the necessary classification between cash generating and non-cash generating assets. Based on this classification the Senior Accountant: Assets; in conjunction with the relevant manager; will determine either the recoverable service amount or recoverable amount.

10.9.6 The Senior Accountant: Assets must measure the determined recoverable (service) amount to the carry value of the capital asset according to the capital asset register.

10.9.7 The difference between the carry value and the determined recoverable or recoverable service amount must be recognised as an impairment in the statement of financial performance and the accumulated impairment account.

### 10.9.8 Subsequent increase in recoverable (service) amount:

- a) A subsequent increase in the recoverable amount of a capital asset previously impaired, should be written back when the circumstances and

## ASSET MANAGEMENT POLICY

events that led to the write-down cease to exist and there is persuasive evidence that the new circumstances and events will persist for the foreseeable future.

- b) The amount written back should be debited to the accumulated impairment account and debited to the Statement of Financial Performance as a revenue item.

### **10.10 ACCOUNTING TREATMENT ON DISPOSAL**

10.10.1 A capital asset should be derecognised from the financial records and capital asset register on disposal when no future economic benefits or potential service delivery is expected from its existence.

10.10.2 Gains or losses arising from the disposal of a capital asset should be determined as the difference between the actual net disposal proceeds and the carrying amount of the capital asset, and should be recognised as revenue (gain) or expense (loss) (against the relevant department) in the Statement of Financial Performance.

10.10.3 All proceeds realised on the alienation of capital assets shall only be appropriated annually to the municipality's Capital Replacement Reserve in terms of the approved funding and reserves policy of the Council.

### **10.11 REINSTATEMENT, MAINTENANCE AND OTHER EXPENSES**

10.11.1 Only expenses incurred in the enhancement of a capital asset (in the form of improved or increased services or benefits flowing from the use of such asset) or in the material extension of the remaining useful life of a capital asset shall be capitalised. This will not include expenditure in order to achieve the initial expected performance or useful life of the capital asset.

10.11.2 Expenses incurred in the maintenance or reinstatement of a capital asset shall be considered as operating expenses incurred in ensuring that the initial useful life of the asset concerned is attained, and shall not be capitalised, irrespective of the quantum of the expenses concerned.

10.11.3 Expenses which are reasonably ancillary to the bringing into operation of a capital asset may be capitalised.

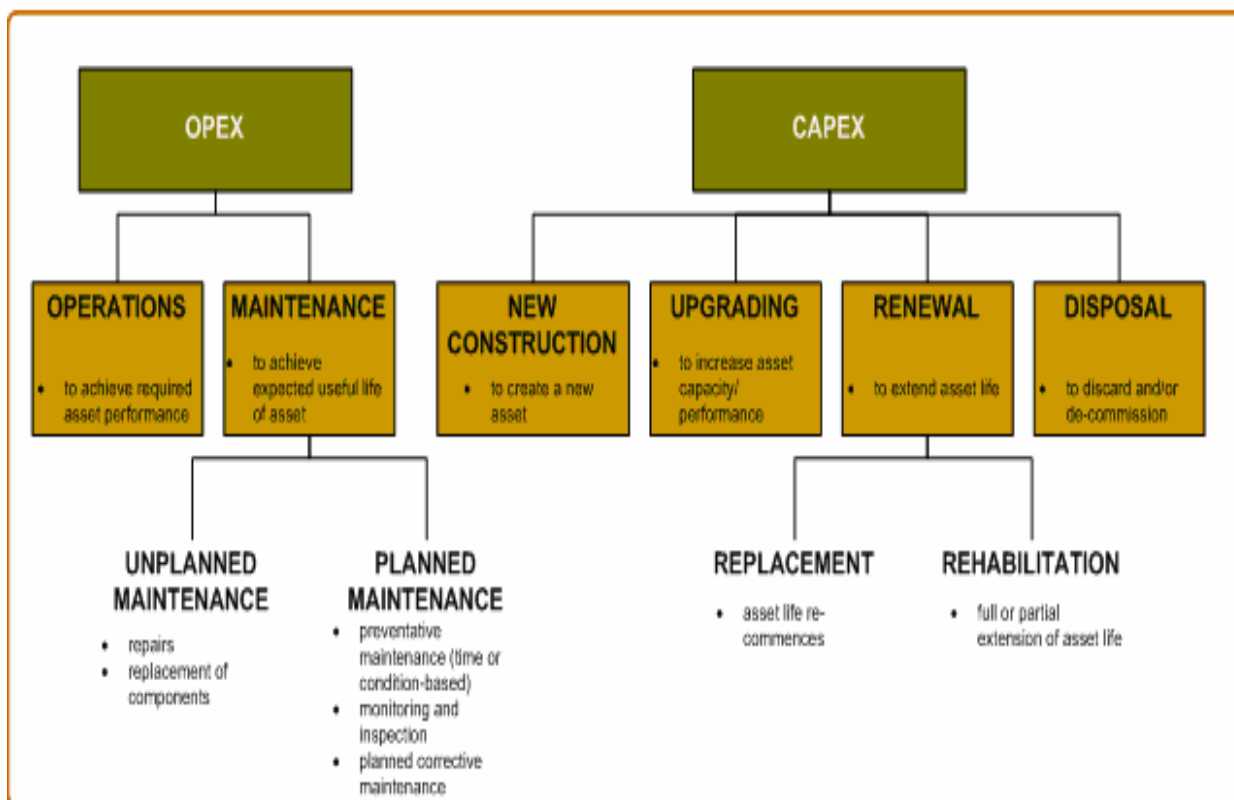
10.11.4 Expenses that is viewed as elements of cost include:

- a) Purchase price, including import duties and non-refundable purchase taxes, after deducting trade discounts and rebates;
- b) any costs directly attributable to bringing the asset to the location and condition necessary for it to be capable of operating in the manner intended by management; and

## ASSET MANAGEMENT POLICY

- c) the costs of dismantling and removing the item and restoring the site on which it is located, the obligation for which an entity incurs either when the item is acquired or as a consequence of having used the item during a particular period for purposes other than to produce inventories during that period.

10.11.5 The diagram below will assist in distinguishing capital expenditure from maintenance expenditure:



## 10.12 CAPITAL ASSETS HELD UNDER LEASES

10.12.1 Finance leases are leases that transfers substantially all risks and rewards incidental to the ownership of a capital asset from the lessor to the lessee. Title may or may not eventually be transferred.

10.12.2 Capital assets held under finance leases are capitalised by the municipality and reflected as such in the Capital Asset Register. It must be recognised at the amount equal to the lower of the fair value of the capital assets at date of inception of the lease or the present value of the minimum lease payments.

10.12.3 The asset is then depreciated over its expected useful life.

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10.12.4 Operating leases are those leases which do not fall within the scope of the above definition of finance leases. Operating lease rentals are expensed as they become due. Assets held under operating leases are not accounted for in the capital asset register.

### **10.13 INVESTMENT PROPERTY**

10.13.1 Investment assets shall be accounted for in terms of GRAP 16 and shall not be classified as property, plant and equipment for purposes of preparing the municipality's financial statements.

10.13.2 Investment properties will be accounted for on the fair value model basis.

10.13.3 Investment assets comprise of land or buildings or both held by the municipality, as owner or as lessee under a finance lease, to earn rental revenues or for capital appreciation or where no decision regarding future use has been taken.

10.13.4 Investment assets shall be recorded in a separate section of the capital assets register in the same manner as other capital assets.

10.13.5 Investment assets shall not be depreciated, but shall be valued annually at financial statements date to determine their fair market value. Investment assets shall be recorded in the financial statements at such fair value.

10.13.6 Adjustments to the previous year's recorded fair value shall be accounted for as either gains (revenues) or losses (expenses) in the statement of financial performance.

10.13.7 An expert valuer shall be engaged by the municipality to undertake such valuations unless such expertise is available in-house.

### **10.14 CAPITAL ASSETS TREATED AS INVENTORY**

10.14.1 Any land or buildings owned or acquired by the municipality with the intention of reselling such property in the ordinary course of business, or any land or buildings owned or acquired by the municipality with the intention of developing such property for the purpose of reselling it in the ordinary course of business, shall be accounted for as inventory, and not included in either property, plant and equipment or investment property in the municipality's financial statements.

## ASSET MANAGEMENT POLICY

### 10.15 HERITAGE ASSETS

10.15.1 Heritage assets is defined as capital assets that have a cultural, environmental, historical, natural, scientific, technological or artistic significance and are held indefinitely for the benefit of present and future generations.

10.15.2 Heritage assets will be accounted for on the cost model basis. Where a heritage asset is acquired through a non-exchange transaction, its cost shall be measured at its fair value as at the date of acquisition.

10.15.3 Heritage assets will not be depreciated.

10.15.4 Senior Managers must assess at each reporting date whether there is an indication of impairment present.

10.15.5 In assessing for an indication that an asset may be impaired, the Senior Manager must consider, as a minimum, the following indications:

10.15.5.1 External sources of information:

- a) During the period, a heritage asset's market value has declined significantly more than would be expected as a result of the passage of time or normal use ; and
- b) The absence of an active market for a revalue heritage asset.

10.15.5.2 Internal sources of information:

- a) Evidence is available of physical damage or deterioration of a heritage asset; and
- b) A decision to halt the construction of the heritage asset before it is complete or in a usable form. For financial statements purposes, the existence of such heritage assets shall be disclosed by means of an appropriate discloser note.

### 10.16 WRITE-OFFS OF CAPITAL ASSETS

10.16.1 A capital asset item shall be written off only on the recommendation of the Senior Manager controlling or using the capital asset concerned, provided it has been submitted to the Chief Financial Officer.

## ASSET MANAGEMENT POLICY

- 10.16.2 In instances where the physical existence is non-existent or the ownership has been transfer as a result of an insurance claim to the insurer or the infrastructure has been replaced without the possibility of any proceeds or similar instances the Chief Financial Officer must prepare a monthly report to the Accounting officer for disposal in terms of Sect 14 of the MFMA.
- 10.16.3 Every Senior Manager shall at least report to the Chief Financial Officer no later than the 31 October of each financial year any capital asset which such manager wishes to have written off, stating in full the reason for such recommendation.
- 10.16.4 The Chief Financial Officer shall consolidate all such reports, and shall submit a recommendation to the Accounting Officer of the municipality on the capital assets to be written off.
- 10.16.5 The only reasons for writing off capital assets, other than the alienation of such capital assets, shall be the loss, theft or destruction of the item/s in question.

### **10.17 AGRICULTURAL ASSETS**

- 10.17.1 Accounting for such capital assets shall take place in accordance with the requirements of GRAP 27.
- 10.17.2 The Chief Financial Officer, in consultation with the Senior Managers concerned, shall ensure that all such capital assets, such as livestock and crops, are valued at 30 June each year at fair value less estimated cost of disposal.
- 10.17.3 Such valuation shall be undertaken by a valuer specialising in the valuation of the type of agricultural assets concerned.
- 10.17.4 Any losses on such valuation shall be debited to the department concerned as an operating expense, and any increase in the valuation shall be credited to the department concerned as operating revenue.
- 10.17.5 If any such asset is lost, stolen or destroyed, the matter shall be reported in writing by the Senior Manager concerned in exactly the same manner as though the capital asset were an ordinary capital asset.
- 10.17.6 Records reflecting the details of agricultural capital assets shall be kept in a separate section of the capital asset register or in a separate accounting record and such details shall reflect the information which the Chief Financial Officer, in consultation with the Senior Manager concerned, deems necessary for accounting and control purposes.

## ASSET MANAGEMENT POLICY

10.17.7 The Chief Financial Officer shall annually insure the municipality's agricultural assets, in consultation with the manager concerned.

## **11. MAINTENANCE OF CAPITAL ASSETS**

### **11.1. GENERAL MAINTENANCE OF CAPITAL ASSETS**

11.1.1. Every Senior Manager shall be directly responsible for ensuring that all capital assets are properly maintained and in a manner which will ensure that such capital assets attain their maximum useful life.

## **12. FINANCIAL DISCLOSURE**

The Chief Financial Officer must prepare the annual financial statements in such a manner that it disclose all compulsory disclosures as required by the relevant standards of GRAP.

## **13. IMPLEMENTATION AND REVIEW OF THE POLICY**

13.1. The Council approve that the revised policy be implemented as from the 1<sup>st</sup> July 2016 with the exception of section 8.2. A phase-in approach will be allowed with a final implementation date of 1 July 2017.

13.2. This Asset Management Policy is the sole policy governing capital assets in the municipality. The Municipal Council must approve any reviews to this policy.

13.3. The Executive Mayor must submit any proposed changes to this policy to the Council as part of the annual review of policies submitted with the budget documentation.

13.4. Whenever the Minister of Finance or the National Treasury or the Auditor-General requires changes to the policy by means of legislation or requests it should be reviewed promptly in accordance with such requirements, giving full details of the reasons for the revision.



ASSET MANAGEMENT POLICY


DOCUMENT AND VERSION CONTROL

**Version:** **Version 8**

**Date:** **May 2016**

**Summary:** This document describes the Asset Management policy that will be applicable to the Mossel Bay Municipality, with effect from

**1 July 2016**

Signature:  .....  
Municipal Manager  
(Accounting Officer)

Date: 30/05/2016

Signature:  .....  
Executive Mayor

Date: 30/05/2016

## ASSET MANAGEMENT POLICY

### ANNEXURE A

### **INDICATIVE INITIAL USEFUL LIFE OF CAPITAL ASSETS**

<b>Asset Category</b>	<b>Asset Sub Category</b>	<b>Useful Life in years</b>
Infrastructure Assets	Elec. Generation	10 - 30
	Elec. Reticulation	10 - 45
	Refuse	10 - 100
	Roads, Pavements & Bridges	10 - 50
	Sewerage: Purification	20 - 120
	Sewerage: Reticulation	10 - 100
	Stormwater	10 - 50
	Street Lighting	5 - 20
	Water: Dams & Reservoirs	20 - 50
	Water: Purification	10 - 100
	Water: Reticulation	10 - 120
Community Assets	Buses	10 - 15
	Cemeteries	20 - 100
	Community Halls	15 - 100
	Community: Other	15 - 100
	Fire, Safety & Emergency	10 - 100
	Libraries	10 - 100
	Museums & Art Galleries	10 - 100
	Parks & Gardens	5 - 50
	Recreational Facilities	15 - 100
	Social Rental Housing	10 - 100
	Sport fields & Stadiums	10 - 100
	Swimming Pools	10 - 20
Other Assets	Civic Land & Buildings	20 - 100
	Computers: Hardware & Eqpt	4 - 5
	Furniture & Office Equipment	7 - 30
	General Vehicles	7 - 15
	Other Buildings	50 - 100
	Other Land	Indefinite
	Other: Other Assets	5 - 15
	Plant & Equipment	5 - 30
	Security Measures	5 - 10
	Specialised Vehicles	12 - 30

## ASSET MANAGEMENT POLICY

Intangible Assets	Intangible Assets: Other	5 - 20
	Intangible Assets: Software	4 - 10
Investment Properties	Investment Properties: Land	Indefinite
	Investment Properties: Building	Indefinite
Heritage Assets	Heritage Assets: Buildings	Indefinite
	Heritage Assets: Other	Indefinite